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FAMILY AND CHILD WELFARE
PROBLEMS AND SERVICES
IN
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Conclusions and Recommendations of the
San Francisco Committee on Family and Child Welfare Services

MARCH 1949

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ment to the December 1948 Report of the Survey Committee
to the San Francisco Committee on Family and Child Welfare Services

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TO: San Francisco Committee on Family and Child Welfare Services
FROM: Lloyd W. Dinkelspiel, Chairman

Enclosed is the report containing the Conclusions and Recommendations of the San Francisco Committee.

This report supplements the December, 1948 Report of the Survey Committee (as amended by the February 11, 1949 Memorandum from the Survey Committee.) This latter memorandum was sent to you with the call for the March 3, 1949 meeting of the San Francisco Committee

Each member of the San Francisco Committee should report on the recommendations to the agency with which he is affiliated. Such interpretation will be of importance in seeking to accomplish the objectives of the San Francisco Committee.

March 15, 1949

CONCLUSIONS AND RECOMMENDATIONS
OF THE SAN FRANCISCO COMMITTEE
ON FAMILY AND CHILD WELFARE SERVICES.

The San Francisco Committee on Family and Child Welfare Services has received the December, 1948 report of the Survey Committee, and the study conducted by Community Surveys, Inc. under the direction of Paul T. Beisser.

The report and study were considered at a meeting of the San Francisco Committee held on the evening of December 15, 1948. The Committee then had the opportunity of hearing at length from and of questioning Mr. Beisser. After hearing his presentation and that of the Chairman of the Survey Committee, as well as various statements from its own members and visitors present, the Committee decided that the report and study should be distributed to interested persons and groups in the community; that written suggestions and comments with respect to the report and study be invited; that they be digested by a committee of the San Francisco Committee and reported on at a subsequent meeting of the San Francisco Committee.

Subsequently, written comments and suggestions were received from a substantial number of organizations and individuals. All so received prior to February 11, 1949 were reviewed by the Survey Committee at its meeting on that date. Certain amendments to the Survey Committee report were adopted at this meeting and submitted in writing to the members of the San Francisco Committee. Subsequently, additional written comments and suggestions were received.

At the meeting of the San Francisco Committee held on the evening of March 3, 1948, the earlier comments and suggestions, as well as those later received, were presented to the Committee in summary form by the Chairman.

After considering the report of the Survey Committee as originally presented and the study of Community Surveys, Inc., as well as the amendments proposed by the Survey Committee itself and the written comments and suggestions

of the interested organizations and individuals, the San Francisco Committee unanimously adopted the following conclusions and recommendations:

FIRST

OBJECTIVES OF FAMILY AND CHILD WELFARE SERVICES

I. The San Francisco Committee on Family and Child Welfare Services is of the firm conviction that San Francisco should have a program of family and child welfare services adequate efficiently to meet the needs of its people. With this fundamental viewpoint, the committee believes the following types of family and child welfare services are necessary.

II. It is essential that we have a variety of services to meet the needs of our families and children in trouble.

- (a) Development of services, including both casework and relief, in order to prevent family breakdown and consequent placement of children. Such services will need to be appropriately shared by both tax supported and voluntary agencies.
- (b) Case work service prepared to accept complaints, reports and referrals from community persons on which it is necessary for the agency to initiate activity; equipped to give full exploratory service, to give supervision and help to such cases and, when necessary, to prepare such families for court action for removal and placement of their children.
- (c) Casework services prepared to meet the variety of problems presented by families seeking help in relation to both family difficulties and children's problems. Families needing helpful stand-by services, sometimes called "environmental case work"; help related to housing, homemaker service, etc.; help in relation to care of their children such as day care, foster homes, boarding schools, institutions (where the client is not quite prepared to "accept case work treatment"). Sometimes related to need for some relief, but not necessarily eligibility to public relief. Sometimes related to the desirability of carrying the agencies' service actively to the client, wherever he may be.
- (d) Casework service supported by legal authority to intervene in parent-child relationship for the protection of the child.
- (e) Foster child care services and facilities equipped to serve the differing needs of all children who must be placed out of their own homes. Public support should be available for the care of dependent children through an administrative process without the necessity for court action.
- (f) Child guidance facilities equipped to advise case-work agencies, and to treat children in need of psychiatric service.

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- (g) Although not within the scope of this survey, high quality medical, educational and leisure time services are required in sufficient quantity.

III. It is essential that proper clarification of the responsibilities of these various services be developed; together with formal agreements among them to insure coordination and to prevent duplication and confusion.

- (a) Development of a concept of "casework coverage program" by the family-children's agencies; namely the provision of a service to which any one may apply or be sent with assurance that the service will stand-by until thorough exploration of need has been had and will actively assist the clients to use to maximum advantage any of the welfare and health resources provided by the community that are applicable to all of his needs.
- (b) Activity by Family and Children's Council:
 - (1) To assist the several agencies to develop and clearly define their functions to the end that full coverage of the community's family service needs is had.
 - (2) To develop common procedures for referral of cases, reporting back on action, and statistical record of such action.
 - (3) To provide inter-agency consultation relating to changes in policy of intake and referral.
- (c) Development of mutual understanding between case-work services and such programs as the school systems, leisure time facilities and health services to insure the discovery of family and children's welfare problems in their early stages; to make proper referrals in order that such situations may receive the appropriate services the community is equipped to provide.

IV. The family and child welfare services of a community, whether they be provided by tax supported or voluntary agencies need the widest measure of community interest and support. All groups within the community must recognize the necessity of approaching basic human needs in a spirit of unity. Within the broad framework of a city's general welfare program, there needs to be understanding and acceptance of the differences in policy and philosophy among the various groups, as well as understanding of the principles upon which welfare services are based. Such mutual understanding will enable a community to achieve a coordinated, yet diversified program of service, that will insure service to all in need, while at the same time retaining the special values of the various community groups.

SECOND

RECOMMENDATIONS

A. It is recommended that:

- 1. There be developed in San Francisco with adequate budgeting, family casework service for those children and

their families whose assistance is undertaken either through public or private agencies.

2. Where foster home care of dependent children requiring public financial assistance is indicated, the original investigation and financing should be carried on through the Public Welfare Department. Where neglect or delinquency is involved, or court wardship because there is no parent or guardian in the community, the Juvenile Court shall have jurisdiction, with the understanding that neglect cases be only those where the authoritative action of the Court is required.
3. Where foster home placement and family case-work service for the cases referred to in Paragraph 2 herein is required, it should be carried on through the private child-caring agencies, provided that the financial costs of the agencies in doing this work shall be met in part through private funds. For those children who are its wards, the Juvenile Court should obtain placement through the same private agencies and on the same basis.
4. Where the child is a ward of the Juvenile Court as in #2 above, the payment for foster home care would be met through the Juvenile Court Maintenance of Minors Fund.
5. Sufficient safeguards should be adopted to assure adequate budget and personnel of the highest competence in the public agencies and, so far as practical, in the private agencies.
6. The Public Welfare Department should be empowered, by appropriate legislation, if necessary, to carry out the functions of an overall responsibility for protective service to children in danger of being harmed by neglect, and to provide or arrange for appropriate care for neglected and dependent children away from their own homes. In carrying out its work, the Public Welfare Department should be directed to make use of all the presently or hereafter available appropriate resources of the community, both public and private. In carrying out its work, it shall recognize the following principles:
 - (a) Private agencies should first be called upon where out-of-home placement and family casework service is required; (b) where, in an individual case, the private agencies refuse or fail to render the service needed, then the public resources, such as those of the Juvenile Court or the Youth Guidance Center, should be availed of; (c) where, in an individual case, the private agencies refuse or fail to render such services and where the other existing public agencies are not available for the service needed or in the opinion of the Public Welfare Department the services of such other existing public agencies should not be availed of, the Public Welfare Department itself should undertake the necessary service.

7. An Advisory Committee shall be created to assist and guide the Public Welfare Department in carrying out its work herein referred to. This Committee shall be appointed by the Public Welfare Commission and be composed of representatives from the private child-caring agencies.

B. It is recommended that the responsibility for licensing independent foster homes be placed in the Public Welfare Department.

C. It is recommended that the private family-children's agencies be provided adequate budgets to serve the children referred by the public child welfare service, and to serve families and children not eligible to public assistance or in need of specialized services. It is recommended that the Community Chest in its budgeting take particular cognizance of this recommendation.

D. It is recommended that the private child placing agencies be licensed to provide casework adoption services. It is further recommended that the Public Welfare Department should also be licensed to provide casework adoption service.

E. Shelter-study home facilities are proposed in the report as desirable aids in a program of child care. It is recommended that further study of this proposal be undertaken by the Family and Children's Council, since the report does not provide detailed discussion of such services.

The report proposes a further aid in the form of a community mental health center. Because this proposal involves another major field of community service, it is recommended that the Family and Children's Council and the Health Council jointly undertake further study of the proposal.

THIRD

CONCLUSION

The Chairman of the San Francisco Committee was authorized at the meeting of March 3, 1949 to appoint an Executive Committee to undertake the implementation of the conclusions and recommendations adopted by this Committee. In selecting the personnel of the Executive Committee, the Chairman is not restricted to members of the San Francisco Committee.

Dated: March, 1949

For the San Francisco Committee on
Family and Child Welfare Services

LLOYD W. DINKELSPIEL
Chairman.

